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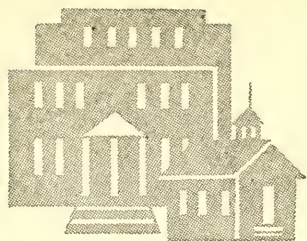
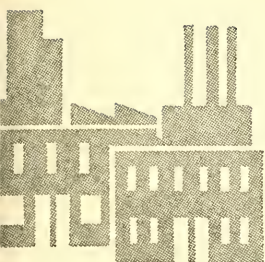


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**EDUCATIONAL**  
**and EMPLOYMENT**  
**OPPORTUNITIES**  
**for YOUTH**

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JUN 20 1947

Additional copies of this report may be obtained from the U. S. Children's Bureau or from Elizabeth S. Johnson, Secretary of the Interagency Committee on Youth Employment and Education. Miss Johnson's address is Child Labor and Youth Employment Branch, Division of Labor Standards, U. S. Department of Labor, Washington 25, D. C.

EDUCATIONAL  
and EMPLOYMENT  
OPPORTUNITIES  
FOR YOUTH

*Report and Recommendations of the Interagency Committee on Youth Employment and Education to the Director of War Mobilization and Reconversion*

U. S. CHILDREN'S BUREAU PUBLICATION NO. 319

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# EDUCATIONAL AND EMPLOYMENT OPPORTUNITIES FOR YOUTH

*Report and Recommendations of the Interagency  
Committee on Youth Employment and Education to  
the Director of War Mobilization and Reconversion*

The Interagency Committee on Youth Employment and Education, organized in April 1945 with the approval of your office to work out common principles and consider plans of action for meeting the education and employment problems of young people, submits the following report and recommendations.

This committee is composed of representatives of the following Federal agencies whose programs particularly concern youth: Department of Agriculture; Department of Labor (Apprentice Training Service, Bureau of Labor Statistics, Division of Labor Standards and its Child Labor and Youth Employment Branch, U. S. Employment Service, Women's Bureau); Federal Security Agency (Office of Community War Services, U. S. Office of Education, Bureau of Employment Security, Bureau of Public Assistance, and Children's Bureau). The members were designated by the heads of their agencies.

The committee believes that the matters presented by this report should receive serious consideration in the formulation of national policies for promotion of maximum employment, production, and purchasing power in such a way as to foster and promote both the general welfare and free enterprise. These are matters that have been declared by Congress, in the Employment Act of 1946, to be a primary concern of the Federal Government, acting in cooperation with industry, agriculture, labor, and State and local governments.

Planning for the kind of economic progress that will promote the general welfare must include development of human resources. Each generation of the Nation's boys and girls as they grow up must be given whatever equipment is necessary to make them citizens with a vision of their responsibilities and capacity for personal development and social usefulness. Ways of satisfying their education and employment needs—matters with which this committee deals in particular—are of vital importance. Many other services, including health and leisure-time services, are needed by young people.

The group in the particular purview of this committee are the Nation's young people 14 through 20 years of age, at work, in school, or entering the working world. This report is concerned primarily with the nonveterans in this age group, as veterans are served, at least partially, by special programs. Young people of these ages, both veterans and nonveterans, must carry on from the period of reconversion and demobilization into a peacetime economy. The right to full development of their capacities and powers as individuals and as members of society should be assured to all, both for their own sake and for the future of the world. •

Facing these responsibilities, the young people of today have had a difficult preparatory period. Many cut short their education during the war, thus handicapping their future. Many are leaving school now and looking for jobs. For many, wartime community conditions interfered with a home life favorable to their best development. Early marriage and parenthood have added to the responsibilities of many young people. They must find new kinds of jobs, adjust to new living and working conditions, build up new associations, and acquire new values—this at a time when drastic changes are affecting their elders as well as themselves.

In 1940 the total national population of young persons of these ages (14 through 20) numbered slightly over 17 million (17,106,295). They were a sixth of the total population 14 years of age and over. Because of the drop in the birth rate in the twenties and thirties, their numbers have been declining over the decade, and will continue to decline at least into the early fifties. By July 1945 the number had dropped nearly a million—to 16,282,000. A declining youth population makes it the more important to develop the skill, knowledge, and strength of every one of these young people, not neglecting the welfare of any.



## War Changes in Youth Employment and Education

The war period and the previous depression years brought to these young people in their teens serious upheavals in employment and education. From an acute scarcity of jobs that affected them to a greater extent than it affected older workers, the outlook changed to an acute demand for their labor, full-time or part-time, efficient or inefficient, without regard to age or experience, and with the reward of a wage often far above anything that had been available in their experience.

At the same time, many young persons found themselves uprooted by family migrations—migrations from rural to urban areas where demands for workers were increasing, from both city and country to war-production centers, and from the South to the North and West. Many others left their homes and lived apart from their families free from parental authority and without adult supervision. Most of this latter group were boys, and to a smaller extent girls, 16 and 17 years of age, who took jobs in war industries, for which large numbers of workers were being recruited. Although the number of young people who migrated to seek employment was

probably smaller than in the depression period, they were on the whole younger and probably less able to plan for themselves. Local prejudice against the migrant continued to a considerable degree, and their needs were often not given adequate consideration in community planning.

This migration accentuated the general trend from rural to urban areas which has been going on for many years. It seems almost certain that the general trend of the rural population to the cities, especially away from the rural South to the industrial centers of the West, Midwest, and Northeast, will continue.

The figures for employment and for high-school enrollment are a measure of the changes that occurred. In the spring of 1940 the total number of young persons 14 through 19 years of age at work full time or part time was 2,681,000; in April 1945, 6,300,000 persons in this age group were either at work or in the armed forces.

Among the younger persons in this group, that is, those 14 through 17 years of age, less than a million were at work in 1940 compared with a level of nearly 3,000,000 in the period 1943 to 1945. Of these 3,000,000, about half had left school and were working full time; about half were working and attending school also. The number rose to between 4,500,000 and 5,000,000 in the summer peak in each of the 3 years. Among the 18- and 19-year-olds, 1,800,000 were at work in 1940, 3,000,000 were either at work or in the armed forces in 1943, and 3,500,000 in 1945. This age group—14 through 19—is illustrative of the trends for the whole group 14 through 20.<sup>1</sup>

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<sup>1</sup> Data after 1940 are not available for the entire age group 14 through 20.

In the great wartime increase of the total labor force, these young people were represented in disproportionate numbers. In April 1945, according to estimates of the Bureau of Labor Statistics of the U. S. Department of Labor, there were 7,280,000 more persons in the labor force and in the armed services than would have been expected on the basis of trends to 1940. Of these 7,280,000 in excess of anticipated normal, 1,850,000, or about a fourth, were boys and girls 14 through 17 years of age.

Large numbers of these young people were employed contrary to State or Federal laws, and were thus denied protection from unsuitable employment, excessive or late night hours, or hazardous work. Even legal employment often involved work for long hours and in unsuitable occupations. The number and severity of industrial accidents took heavy toll among both young workers and adults.

During the war period, high-school enrollments were falling, reversing the trend of prewar years. In the school year 1940-41, high-school enrollment had reached a total of 7,244,000 students, according to U. S. Office of Education reports. This meant that 75 per cent of the country's young persons of high-school age (14 through 17) were enrolled—an increase of nearly 5,000,000 since 1919-20, when 2,496,000, or 32 per cent of the population of that age, were enrolled. In the school year 1944-45, there were a million and a quarter fewer enrolled than in 1940-41. This reduction was due mainly to the great increase in the number who had left school for work, though entrance into the armed forces and a decrease in population of school age account for some of the loss.

## Difficulties of Peacetime Adjustments

The end of war production, the demobilization of the armed forces, and the process of industrial reconversion that followed the defeat of Germany and Japan made great changes in the employment and school picture for youth.

### *Problems of school opportunity*

Access to good schools, both elementary and secondary, is regarded as a birthright of the American child. Full educational opportunity up to at least 18 years of age or through high school is widely accepted as a goal for all children, with higher education available for those whose interests and abilities make it desirable.

Present conditions, however, are far from this goal. While secondary schools and secondary-school enrollments have increased at a very rapid rate, there are still whole regions, many States, and large areas within States, that are inadequately supplied with elementary and secondary-school facilities in quantity, quality, and accessibility. In one State, for instance, in 1941

nearly 32 percent of the white children and 67 percent of the Negro children of school age lived in school districts without high-school facilities. When no high school is available in the district, this often means that to attend school the child must live away from home. Frequently, transportation is not available to a school district having a high school. Even if the home district is willing to pay tuition, additional living expenses and other problems of adjustment prevent all but a few children from obtaining a high-school education under such circumstances.

The average amount spent annually in public elementary and secondary schools in 1944, as reported by the United States Office of Education, ranges from \$203 per pupil in one State to \$42 per pupil in another. Teachers' qualifications and salaries, teaching standards, buildings and equipment, provision of school-bus transportation, and other important aspects of a good educational program vary widely. Even where schools are available, the school program often falls far short of meeting all the needs of the pupils in quality, in quantity, or in adjustment to individual differences.

Passing on to consideration of higher education, it appears that post-secondary school training is becoming difficult for nonveterans because of the large numbers of veterans, assisted by GI benefits, who are seeking admission to higher educational institutions. College after college announced early in 1946 that its enrollment for the 1946 fall term was closed. The pressure for admission of young men to coeducational institutions has in turn crowded the women's colleges and raised their entrance requirements.

As the recent report, "The Veteran and Higher Edu-

cation,"<sup>2</sup> points out, more than 2,000,000 young Americans were expected to apply for enrollment in the Nation's colleges and universities in the fall of 1946—the greatest number ever to seek higher education in this country—and next year the demand upon the colleges and universities will be even greater. However, facilities are not yet available to supply this demand, and unless far-reaching action is taken, between 400,000 and 500,000, including 270,000 veterans, will have to be turned away from the college careers they desire. Even though substantial efforts are made by all agencies concerned to close this gap, college enrollments in the near future will not include many thousands of youths whose education is of special importance now.

### *Lack of financial resources for school attendance*

Limitations of family income prevent large numbers of young people from taking advantage of educational opportunities even though they may be available. Because children are more numerous in families at the bottom of the total income scale than in the middle or at the top, the lower-income families have a larger number of children to educate. A disproportionately large number of children live in families with low income. The figures for 1941, which was a year of high income with a relatively small amount of unemployment, show that approximately one out of every

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<sup>2</sup>The Veteran and Higher Education; a report to the President by the Director of War Mobilization and Reconversion. Washington, May 20, 1946.

five children was living in a family with an income of less than \$1,000 per year, and three out of five were living in families with incomes of less than \$2,100. Moreover, 80 percent of our children live in families of four or more persons. Although wages rose during the war, living costs rose also.

Some attempts to meet this problem have been made in the past through private funds, scholarships, and public assistance, through the National Youth Administration in the depression, and temporarily for young veterans through the GI Bill of Rights. These stop-gap and scattered measures do not, however, meet the needs of all youth. The Harvard Committee on the Objectives of a General Education in a Free Society, reporting in 1945, points out that nearly all the children from the upper-income group go through high school, but that from the middle-income group only 60 percent of the children, and from the lower-income group only 30 percent go through high school. According to this report, the group that is of college caliber but does not reach college is as large, or nearly as large, at any time as the entire body of students in college.

### *Problems of employment opportunity*

The economic reconversion following the end of the war has been accomplished without the development of any considerable volume of unemployment. The latest figures available (July 1946) show only 2,270,000 unemployed, and civilian employment at a record peacetime level of 58,130,000, including seasonal workers. Continued maintenance of a high

level of employment is in the immediate prospect. This favorable employment situation coupled with the fact that schools are and will be crowded may cause many young people to cut short their education in favor of taking a job. If this does occur in the face of a probable continuation of the trend toward higher educational requirements for workers in most types of jobs, many of today's youths may find themselves facing a serious competitive disadvantage as time goes on.

Even now, despite the generally high level of employment, many individual young people are experiencing difficulties in getting satisfactory jobs. In many places there is a strong tendency for employers to tighten their job requirements, frequently demanding experience for jobs in which they were willing to take inexperienced persons during the war. In many instances they are preferring adults to inexperienced young people. Where they will consider inexperienced young persons, they are tending to expect more in the way of training, education, and personal qualifications than they did during the war, while at the same time they are offering less in wages, job security, and promise of advancement. Opportunities for vacation or part-time employment, often the first chance for the young person to obtain experience on a job, are lessening and in many establishments becoming nonexistent. Apprenticeship opportunities have never been sufficiently developed and those now available are going chiefly to veterans.

In the event that a large volume of unemployment should develop after a temporary period of high production, young people will face serious employment problems. Experience shows that numerically unem-

ployment falls upon this group with peculiar force. One of the outstanding features of the depression of the thirties was the disproportionate share of unemployment among young people. The 1940 census showed that 33 percent of the labor force aged 16 through 19 years of age were unemployed as compared with only 13 percent among workers 20 years of age and over. In a critical unemployment situation the difficulties of young entrants to the labor market would be intensified as the power of job seekers generally to be selective in taking jobs wore down with depletion of savings and the expiration of unemployment compensation rights.

New developments in the labor field will place special handicaps on the 16-, 18-, or even 20-year-olds who will be looking for jobs, whether or not unemployment becomes widespread in the population. They will find themselves facing the barrier of the priority in jobs that some 15 million veterans will have, many of them little older than themselves and also without employment experience. Moreover, the older members of the labor force because of their longer work experience are more likely to have the protection of established job seniority and job tenure, guaranteed by collective bargaining, now reinforced by Federal legislation that protects the right to that collective bargaining.

However just the priorities, the fact remains that for the first time in our history, when what happens to its young people is more important than ever before, inexperienced young people are coming into a labor market where their insecurity is pitted against the comparative security already established for millions of veterans and older workers.

## *Lack of adequate employment protection*

A view of present education and employment prospects for youth is incomplete without consideration of the legal standards governing school attendance, entrance to employment, and conditions of work for young persons. Conditions of employment in the jobs that young people enter are as important as the existence of jobs for those who are ready for work. Experience has shown the need for a framework of legal standards that will give children a period free from employment that is long enough for the education needed to enable them to take a satisfactory place in the future as wage earners and world citizens, that will protect them from too much competitive pressure, and that will assure them, after they enter employment, safe and healthful work at reasonable hours.

A basic 16-year minimum age for employment, with no employment under that age during school hours or in factories at any time, and a 14-year minimum age for work outside school hours, has been recognized as a desirable goal in child-labor legislation. Regulation of hours of labor and protection from hazardous occupations also require legislative action.

The war pressure for employment of children and young persons revealed the weakness of both State and Federal child-labor legislation, both in regard to standards and in regard to resources for administration. Greatly increased employment of children showed up the areas of undesirable employment that are not adequately safeguarded by either State or Federal laws. Sharp rises in violations of the standards that had been

established by law revealed seriously inadequate funds and facilities to enforce the laws that were on the statute books.

### *Youth needs in counseling and placement*

Many new problems of vocational adjustment will confront young people in the changing and difficult economic conditions of the years ahead. They will be needing more help than ever before if they are to meet these problems wisely. Though substantial progress is being made in the development of school guidance programs, their services for in-school and particularly for out-of-school youth still lag far behind the needs. Counseling and placement services have been developed chiefly in urban areas. They are uneven in extent and quality. Comparatively few young people seek or receive the help of public employment services. The U. S. Employment Service is currently expanding and refining its counseling facilities in order to meet more adequately the needs of young persons as well as of other special groups, but the application of this program on a scale adequate to serve all youth who need it is greatly hampered by insufficient funds.

### *Lack of community preparation to deal with youth needs*

These aims for young people cannot be reached by governmental action alone but must have their roots and obtain their fruition in efforts of individual communities throughout the country. Few communities

are sufficiently aware of what is happening to their young people now or of the new situations youth are likely to face because of changing economic forces. Nor are they sufficiently conscious of lacks in the services young people are now receiving. Many communities, though aware of some of the problems, have not developed the type of community relationships that bring into being new programs and coordinate existing services to make them helpful to all who need them. The development of services in the community to meet the basic employment and educational needs of all its young people is possible only through a strong public opinion, informed of the facts and conscious of the dangers of inaction.

## Conclusions and Recommendations

From the foregoing review of conditions affecting the education and employment of young people, it is evident that—

Educational and training facilities, always limited in many places by lack of teachers, suitable buildings, and funds, are under added strain today, and prospective needs are very great.

Many young people lack the financial resources to take advantage of the school opportunities that are available.

Young people are at a disadvantage in the labor market—a disadvantage that will increase in the event of general unemployment.

Many boys and girls are employed under substandard conditions without adequate legal safeguards.

Services for counseling young people and giving them placement assistance are scattered and inadequate, especially outside urban centers.

Community action to deal with these needs and utilize all resources is not sufficiently developed.

A Nation-wide program for youth is needed. Participation by the Federal Government, as well as State and local action, is essential. Steps must be taken now to realize the following objectives:

- I. School programs that serve the individual needs of all young people at least to 18 years of age or through high school, and higher education for those whose abilities and aptitudes make it desirable.
- II. Removal of financial barriers to school attendance due to costs of attending school, including the development of a rounded program for student aid.
- III. Suitable job opportunities for young people ready for employment, under varying labor market conditions.
- IV. Good standards of employment for young people, including safeguards against too early child labor, low wages, and harmful working conditions.
- V. Good counseling and placement services for all young people to help them make wise vocational choices and find suitable employment.
- VI. Community action on behalf of youth that will bring into play all available resources and plan and put into effect programs to serve the individual needs of all its young people for education and employment.

To attain these objectives, the following specific steps should be taken immediately by the Federal Government:

I. School programs that serve the individual needs of all young people:

- a. Provide Federal financial aid to States in such amounts and so administered as to make possible development in every State of broad and varied school programs adapted to the individual needs of all youth, including guidance services of high quality and a proper balance between general education and specialized vocational programs.
- b. Provide Federal aid to States for construction of educational facilities.
- c. Press forward on action as recommended in the report, *The Veteran and Higher Education*, to increase as rapidly as possible the facilities of universities, colleges, and technical institutes.
- d. Provide funds and staff for more extensive consultant service on improved methods of education for both in-school and out-of-school youth and on methods of developing guidance services in the schools.

II. Removal of financial barriers to school attendance:

- a. Formulate a Nation-wide program for providing financial aid to students in secondary schools and in institutions of higher learning, with sufficient funds provided to conduct research needed for this purpose.

The Committee has undertaken preliminary explorations along this line, but, lacking

facilities for research under present appropriations and programs of the agencies represented, it has not been able to assemble the information and undertake the consultation and study necessary for formulation of a proposal. A brief report of the committee's work on student aid is available.<sup>3</sup>

- b. Encourage elimination of expenses to students incidental to school attendance—for example, laboratory and other fees, dues for participation in school events, and charges for textbooks and supplies—and provision of such supplementary services as transportation and school lunches.
- c. Liberalize public assistance to families in need, with special reference to budget allowances for the school expenses and educational plans of young people. Agencies administering grant-in-aid programs for public assistance should give increased consideration to these needs. Federal legislative action is needed to remove the maxima on the amount of assistance the Federal Government will match, and to provide Federal grants to States on a variable basis that will assure proportionately greater aid to States with least financial ability.

### III. Suitable job opportunities for young people:

- a. Provide expanded facilities for research on employment conditions under which children and

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<sup>3</sup> Copies can be obtained on request from the Secretary of the Inter-agency Committee on Youth Employment and Education.

young people work, and consultant service on methods of improving conditions.

- b. Encourage the extension of the national apprentice-training program to all communities where apprenticeships should be made available, thus providing wider opportunity for young people.
- c. Study desirable means of furnishing work and training opportunities for unemployed youth under public and private auspices in case unemployment should become serious.

This should include consideration of programs under conditions of either moderate or critical unemployment, and should be carried on in relation to the work of the Council of Economic Advisers set up by the Employment Act of 1946.

#### IV. Good standards of employment for young people:

- a. Support revision of the child-labor provisions of the Fair Labor Standards Act to extend their application to employment by the Federal Government, to all employment in interstate commerce, and to employment in industrialized agriculture at any time.
- b. Promote observance of good child-labor and youth-employment standards in the conduct of programs of all Federal agencies, whether such agency is an employer of young persons or an administrator of programs serving young persons.

V. Good counseling and placement services for all young people:

- a. Expand public employment-service facilities so as to make possible a high quality of employment counseling and placement service to all young people in need of it, including close working relations with schools and other community agencies serving young people, and stimulation of suitable job opportunities for young people.

See pages 24–30 for a statement of principles of placement service for young people.

- b. Encourage expansion under State and local auspices of other facilities for counseling young persons both in and out of school.
- c. Expand research in the field of occupational outlook and promote wider dissemination and interpretation of this knowledge to youth, with emphasis on long-range employment prospects.

VI. Community action on behalf of youth:

- a. Make facilities and funds available to appropriate Federal agencies for the encouragement of community action to meet youth needs.

Research and experimentation are necessary to develop means of obtaining a maximum of community participation and genuine coordination of the many services and programs in the local community, and of assuring that the services reach those most in need of them. This program should include study of methods

of stimulating and administering services to youth from the points of view of the Federal Government, of States, and of local communities.

The Interagency Committee on Youth Employment and Education has prepared a report "Your Community and Its Young People—Their Education and Employment Opportunities,"<sup>4</sup> suggesting to communities ways in which they can plan local activities to meet youth needs, and presenting questions on which information or decision is needed. Selective distribution has been made to National, State, and local groups. This project is a beginning, on which the participating agencies can capitalize if given the staff and facilities to do so.

On behalf of the Interagency Committee on Youth Employment and Education:

*Katharine F. Lenroot*

KATHARINE F. LENROOT, *Chairman.*

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<sup>4</sup>Your Community and Its Young People—Their Employment and Educational Opportunities. Prepared by the Interagency Committee on Youth Employment and Education. Children's Bureau Publication 316. Washington, 1946. 32 pp. Copies may be obtained either from the Secretary of the Interagency Committee on Youth Employment and Education or from the Children's Bureau.

## *Members of the committee*

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# STATEMENT OF PRINCIPLES OF PLACEMENT SERVICE FOR YOUNG PEOPLE

*Adopted by the Interagency Committee on Youth Employment  
and Education, March 18, 1946*

*Why special attention to placement  
service for young people is needed*

Nearly two million young people normally enter the labor market each year. These young workers are from the city, the town, and the country. Forty-seven percent of our young people 14 and under 21 years of age live in rural areas and many move from country to city for work. More than four million boys and girls under 21 years of age, exclusive of those in the armed services, are now out of school and in the labor market. Many of these young people lack understanding of their abilities and interests and have little knowledge of the kinds of work in which they would find personal satisfaction and a good livelihood and for what they are or could be qualified. It is of greatest importance to their future, both as workers and as people, that their early jobs provide the best possible opportunity for their growth and development.

An organized placement service can be of great help in bringing together individuals who are seeking employment and jobs that are available. Assistance of this kind is of greatest importance when the young per-

son is ending the period of his formal education and is launching on his work career. It is also of much value to young persons desiring vacation and part-time work, whether the interest in undertaking employment at the time is chiefly immediate earnings or vocational development.

Because of their youth and inexperience, young job seekers need a kind of placement service that goes more than halfway in meeting the young applicant in its understanding of what he has to offer and in its ability to help him see job opportunities in relation to himself. The skill of the placement service in counseling and placing the young worker will aid the employer in getting an employee who will be qualified, satisfied, and successful in his job, at the same time that it is putting the young person in touch with employment opportunities and helping him to get into work in which he can find the best available opportunities for growth and vocational satisfaction. Adequate placement services for young people are an essential part of community, State, and National programs for youth.

### *Principles of placement service for young people*

These are the basic principles that should be applied in developing placement services for inexperienced young people:

1. It is a public responsibility to make adequate placement services available to all young people.
2. Placement services for inexperienced young people should include all of the following functions:

- (a) Counseling with regard to employment.
- (b) Referral to available jobs which (1) are as closely suited as possible to the interests, qualifications, and plans of the individual and (2) meet legal and acceptable standards of employment.
- (c) Follow-up service after placement, in cooperation with employers, to help the young person in his vocational adjustment and planning.
- (d) Referral to educational, health, social service, and other specialized agencies in the community for guidance services, training, and other assistance as needs are indicated.
- (e) Aid in the development of employment and training opportunities for young people.
- (f) Participation as a placement agency in broad social and economic planning in the community.

3. These services should be of high quality. To this end, it is essential that:

- (a) Staff members counseling young people should be selected on a basis of merit and should be skilled in the basic professional techniques of counseling. Their qualifications should include (1) understanding of young people, their attitudes, and needs; (2) familiarity with occupational

information, labor standards, and employment opportunities, particularly as these relate to employment of young people both in the immediate community and in other areas of possible placement; (3) acquaintance with learnings and skills represented in the school experience of applicants; (4) working knowledge of educational and training facilities available through the schools and otherwise, and of health, recreation, social, and other service available to young people; and (5) broad knowledge of the requirements of particular jobs in relation to the age, qualifications, and interests of particular inexperienced applicants.

- (b) Effective working relationships should be developed between placement offices, schools, and other community agencies for the purpose of (1) joint planning to determine the most effective use of available resources without duplication of service, (2) establishment of policies regarding referrals of individuals for special services, (3) interchange of information on individual applicants, on occupations, on employment opportunities and outlook, and on opportunities for training, (4) mutual assistance on in-service training of their respective personnel, and (5) cooperation in the planning, preparation, and evaluation of materials useful in counseling.

- (c) Understanding and support by the community of adequate placement services to young people and participation by the community in formulation of program should be encouraged. An advisory committee may be an effective means of accomplishing these purposes.
4. These basic placement services to young people should be provided through an organized placement office in all localities where a labor exchange is needed to bring together job seekers and employers in the immediate community, according to accredited criteria for establishing such an office.
  5. In localities that do not have an organized placement office—and these are predominantly in rural areas—there should be cooperative action to give placement assistance to young people by extending in a coordinated way the related services of local schools and other existing agencies serving young people. Aid to local communities in planning how this placement assistance can best be given and in helping persons in these local agencies to acquire the skills needed for good placement service to young people should be the responsibility of appropriate Federal, State, or other agencies equipped to give this assistance.
  6. For adequate placement assistance to young people migrating from their home communities, the agencies giving placement service in localities from which they come and in cities to which

they go should develop cooperative relationships including interchange of information on individuals migrating and on employment opportunities and placement services in the localities to which they are going. Consideration should be given by placement offices in localities to which the migrants come to the unfamiliarity of these young people with urban ways and conditions as well as their lack of employment experience.

7. Placement service for young people should promote desirable working conditions for them :
  - (a) by making placements in accordance with legal labor standards and, where these do not apply, with acceptable standards as to age, type of occupation, hours, wages, safety, health, sanitation, and supervision, and
  - (b) by calling the attention of employers, community agencies, and the public to the existence of undesirable practices in the employment of young workers and the steps that might be taken to improve working conditions for young people in the community.
8. The development of successful placement services for young workers should be accompanied by the growth of guidance programs in the schools and other institutions which applicants leave to go to work. Wise vocational decisions require more understanding on the part of the

applicant of his own abilities and interests and of essential occupational facts than can be obtained at the time of placement. To give students as much of this background as possible is an objective of school guidance programs.

### *Application of these principles*

Essential to achieving services that realize these principles are:

1. Increasing public understanding of what is needed to provide good placement service for young people.
2. Strengthening and extending public employment offices and enabling them to give placement service to young people in accordance with the principles stated above.
3. Maintenance or establishment of other forms of public or nonfee-charging, specialized placement services to young people that supplement the services of public employment offices as needed and are in line with these principles.
4. Extension of placement assistance—through cooperative action of various agencies—to young people in rural localities, especially to those desiring to migrate to urban communities.
5. Adequate financial support for placement offices serving young people, including provision for sufficient qualified staff at appropriate salaries.
6. Extension of facilities for training personnel in the skills and knowledge needed for effective placement service to young people.

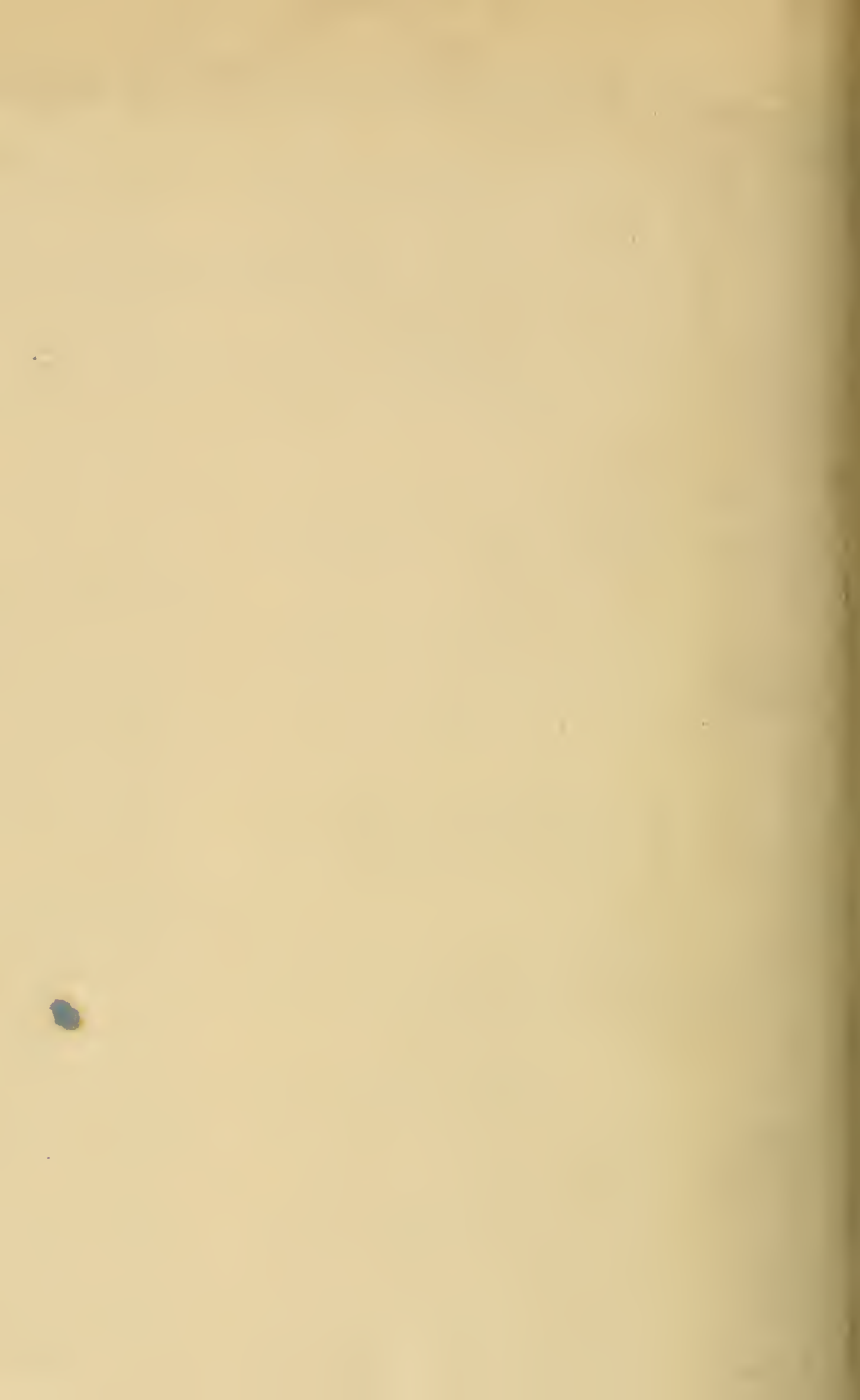
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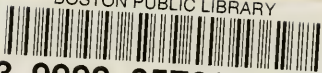








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